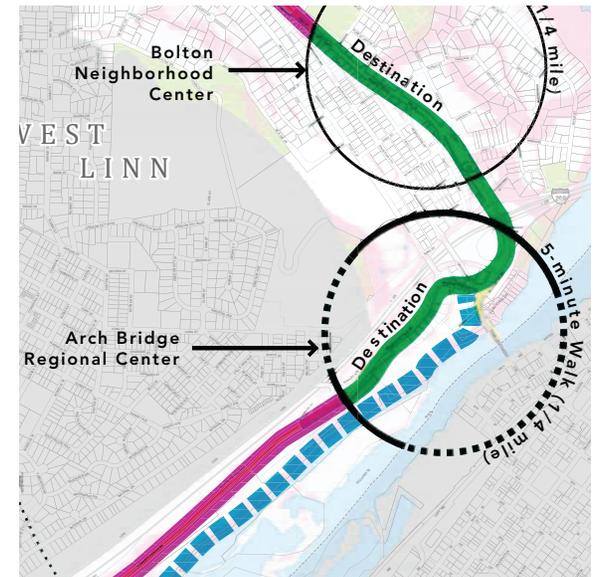


Highway 43/Willamette Falls Drive Vision, Phase I

Concept Vision and General Feasibility Assessment



Prepared November 2011 by Crandall Arambula

DRAFT

TABLE OF CONTENTS

| | |
|--|----|
| Introduction | 3 |
| Concept Vision | 6 |
| Neighborhood and Regional Centers | 8 |
| Complete Streets: Highway 43 & Willamette Falls Dr. | 13 |
| The Willamette Riverfront | 20 |

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Maps prepared June to September, 2011.



Early Public Outreach

INTRODUCTION

Cities change. Rather than reacting to development pressures, the West Linn City Council asked the community to create a vision for the Highway 43/Willamette Falls Drive corridor that the City can implement to encourage desirable change and discourage undesirable change as the area evolves.

The Highway 43/Willamette Falls Drive Vision project is proposed to be completed in three phases.

Phase 1

The first phase involves an assessment of the community's desires for the long-term future of the corridor. It culminated with a city-wide workshop in September that generated a concept vision for the corridor. This report identifies the concept vision and provides a broad-strokes feasibility discussion of that vision. This report is intended to support the West Linn City Council in deciding how to proceed with implementation of all, or part, of the vision.

Phases 2 & 3

If the City Council determines that sufficient public support exists to proceed with all or part of the project, Phase 2 will entail refining the concept vision and Phase 3 will entail implementation of the vision through amendments to the City's Comprehensive Plan and zoning ordinance as well as possible economic development strategies and public investments.

STUDY AREA

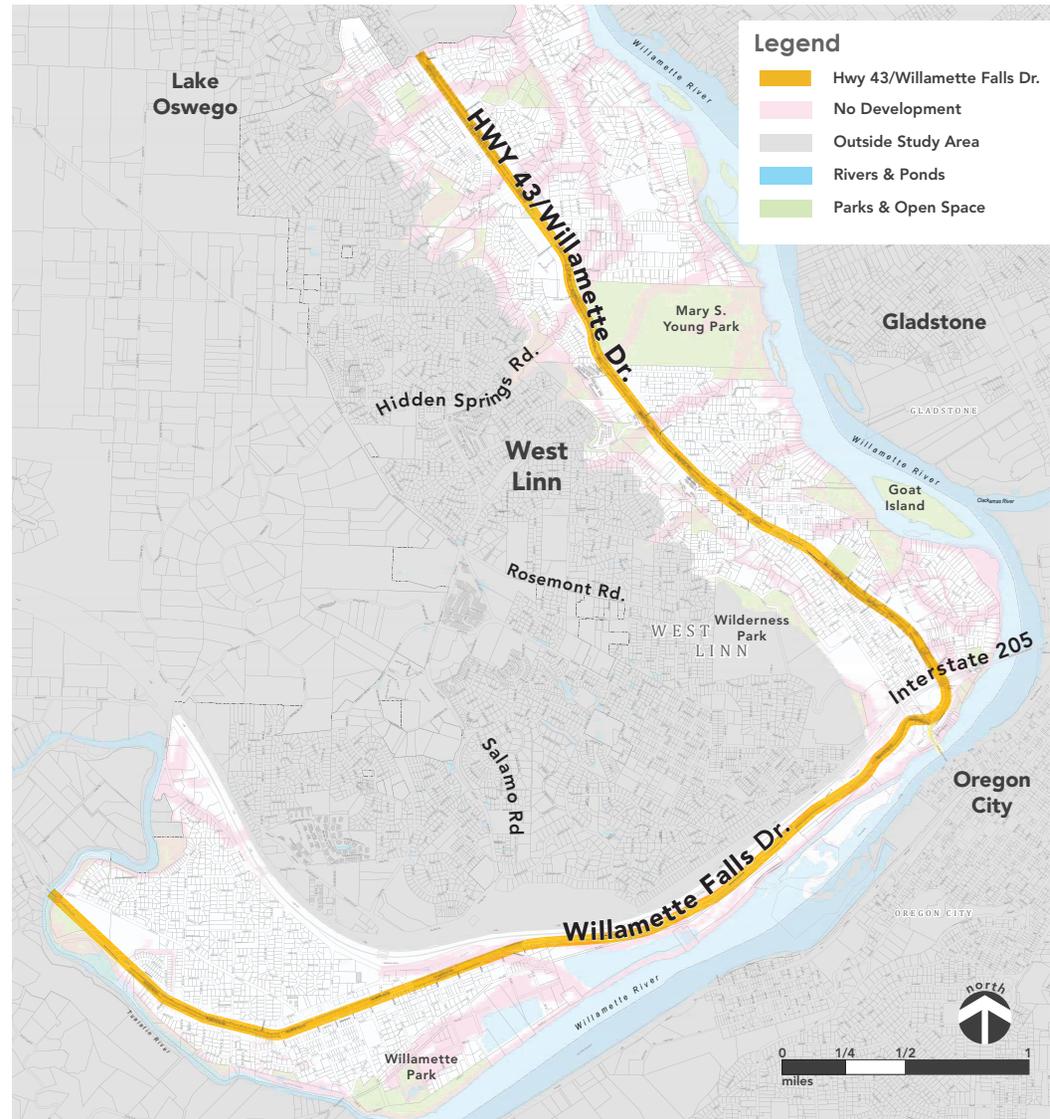
West Linn is divided by steep topography into two distinct regions and pedestrian and bicycle access between these two areas is limited. The lower area, the corridor between the Willamette river and the base of the slope, forms the study area for this project. Highway 43 and Willamette Falls Drive are the dominant elements connecting the length of this corridor.

The study area encompasses the Highway 43/ Willamette Falls Drive corridor within the City of West Linn. The Willamette River forms the eastern boundary and the western edge of the study area is bounded by steep slopes and Interstate 205. The map to the right indicates the study area, corridor, local parks and open spaces, City of West Linn boundaries and adjacent cities.

Constraints

Within the study area, environmental constraints restrict the possibility of development in many areas. 'No Development' areas, identified in pink on the adjacent map, are those areas where any of the following conditions occur:

- Goal 5 Wetlands and buffers
- Goal 5 Significant Riparian Corridors
- Slopes greater than 40%
- Historic/Active DOGAMI Landslides
- Streams
- Stormwater drainageways



Study Area



Public Workshop

COMMUNITY INVOLVEMENT

The Highway 43/Willamette Falls Drive Corridor Vision was developed between June and October 2011 with the input of West Linn residents, including members of the business and developer community, from across the city.

Community Outreach

During the Summer of 2011, City staff met with the residents to identify the community's needs and desires for the future of the corridor. All together, about 200 people provided input. Outreach took place through:

- Neighborhood meetings
- Web-based surveys
- Individual interviews

Public Workshop

Based on the community outreach and the city's existing guiding documents—including *Imagine West Linn*, *the West Linn Comprehensive Plan*, and *Sustainable West Linn Strategic Plan*—preliminary vision concepts were presented to the community during a workshop held on September 29, 2011. More than 150 West Linn residents attended and provided feedback via small-group discussions, table reports, and ballot response sheets.

Support for Vision Concepts

Each of the design concepts presented as part of the draft vision were supported by workshop attendees. Specifics of community support for the vision concepts are identified in this report.

CONCEPT VISION

The Highway 43/Willamette Falls Drive Concept Vision includes three central concepts—Neighborhood centers, complete streets and the Willamette riverfront.

Neighborhood and Regional Centers

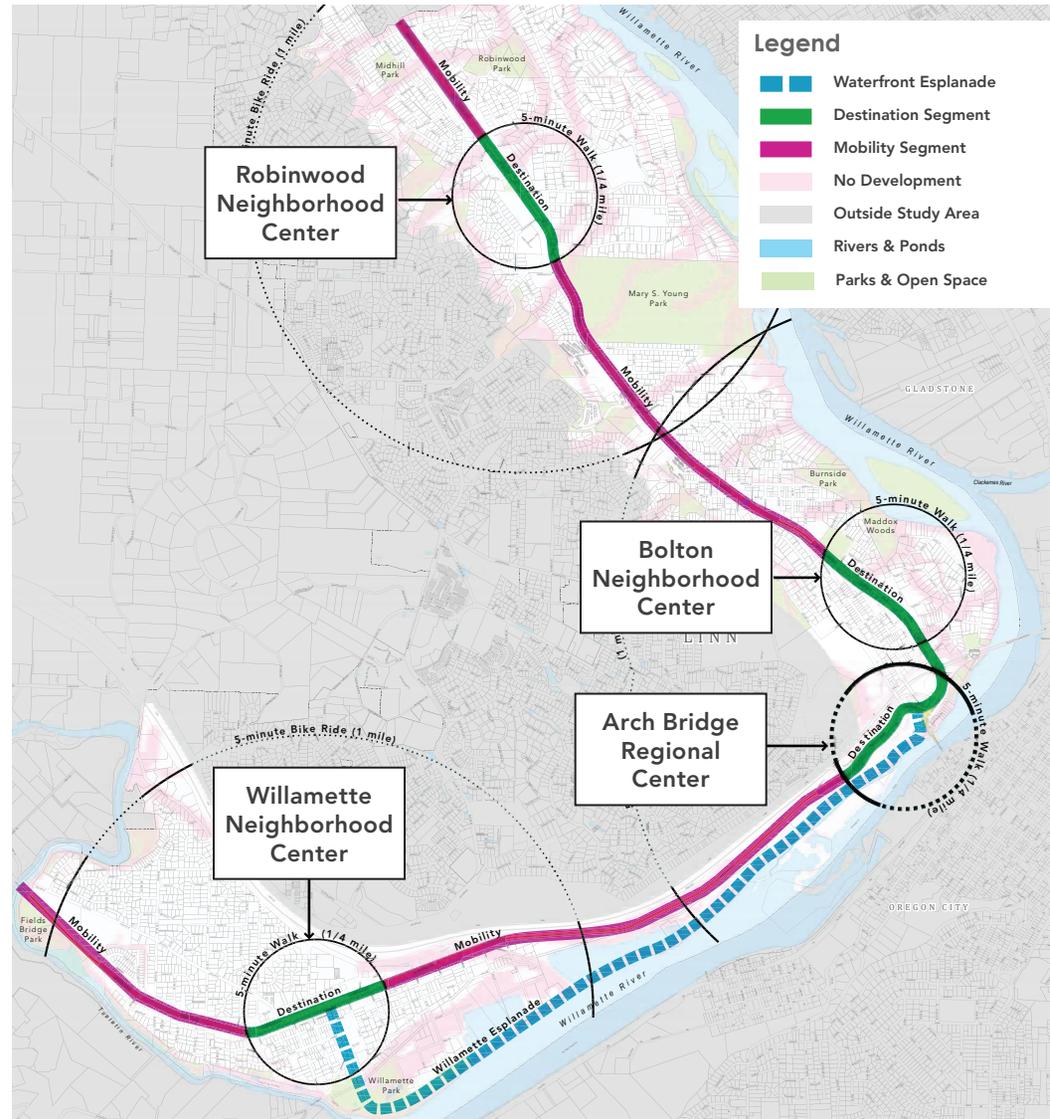
DETAILS ON PAGE 8

West Linn residents expressed a desire to be able to shop locally and to access daily shopping needs by walking or biking.

The Vision includes three potential neighborhood center locations—Robinwood, Bolton, and Willamette—and a regional center location at the Arch Bridge. With the exception of the Arch Bridge location, these centers are located in areas with existing retail and commercial concentrations.

In the proposed neighborhood centers, focusing new development intensity in areas of existing concentrations of retail and commercial uses can provide daily goods and services within walking (1/4 mile) or biking (1 mile) distance of many residences.

The Arch Bridge location may be an opportunity to establish a regional center with an employment focus. Due to the proximity of Interstate 205 and future high capacity transit service in Oregon City, developable land, and the scenic amenities of the riverfront, this location has the potential to attract regional businesses.



Vision Concept

Complete Streets

DETAILS ON PAGE 13

West Linn residents expressed concerns about pedestrian and bicycle safety along the Highway 43 and Willamette Falls Drive corridor.

Complete streets balance the needs of all users by prioritizing pedestrian and bicycle circulation, accommodating transit, and providing for auto traffic.

Complete street treatments should be sensitive to the function of the corridor and the needs of adjacent land uses. Destination-type complete street treatments of Highway 43 and Willamette Falls Drive are appropriate where these roads pass through centers. Mobility-type treatments support safe and convenient use of the roads between centers by all users.

A key component of the complete streets concept is a continuous protected bikeway along the length of the corridor that would link the centers.

The Willamette Riverfront

DETAILS ON PAGE 20

West Linn residents expressed a desire to celebrate the Willamette River as a scenic and recreational resource.

The members of the public who participated in the workshop expressed support for:

- Taking advantage of views from Willamette Falls Drive at the recycling center and bus garage areas
- Using the Blue Heron site for a park, natural area, or hotel
- Exploring opportunities to enhance views or access to the Willamette River Falls and Locks.

An esplanade along the Willamette River could connect the city to this scenic and recreational river resource and provide pedestrian and bicycle access between the Arch Bridge and Willamette centers along this space-constrained segment of the corridor.

Other Ideas

Public workshop attendees identified transit service along the corridor as being of significant concern. Specifically, there is community desire for:

- Regular, frequent service connecting destinations along the corridor.
- Regular, frequent service connecting the lower elevations of West Linn to the City Hall area.
- Direct, frequent commuter connection to downtown Portland.

NEIGHBORHOOD AND REGIONAL CENTERS

A neighborhood center is a small hub of retail, commercial and employment uses surrounded by medium- to higher-density housing. The neighborhood center retail and commercial uses provide the day-to-day goods and services used by surrounding residents.

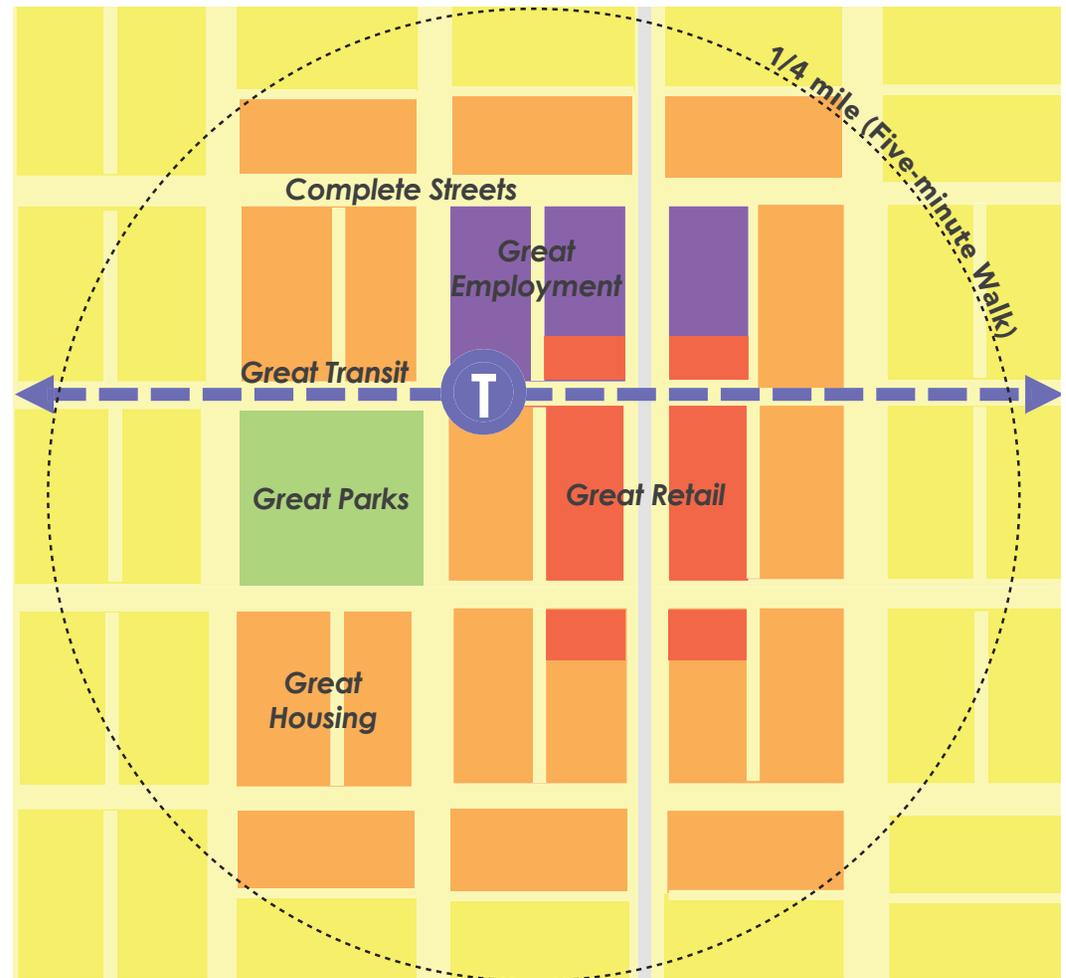
The Building Blocks

While every neighborhood center is unique, the following components are typically included:

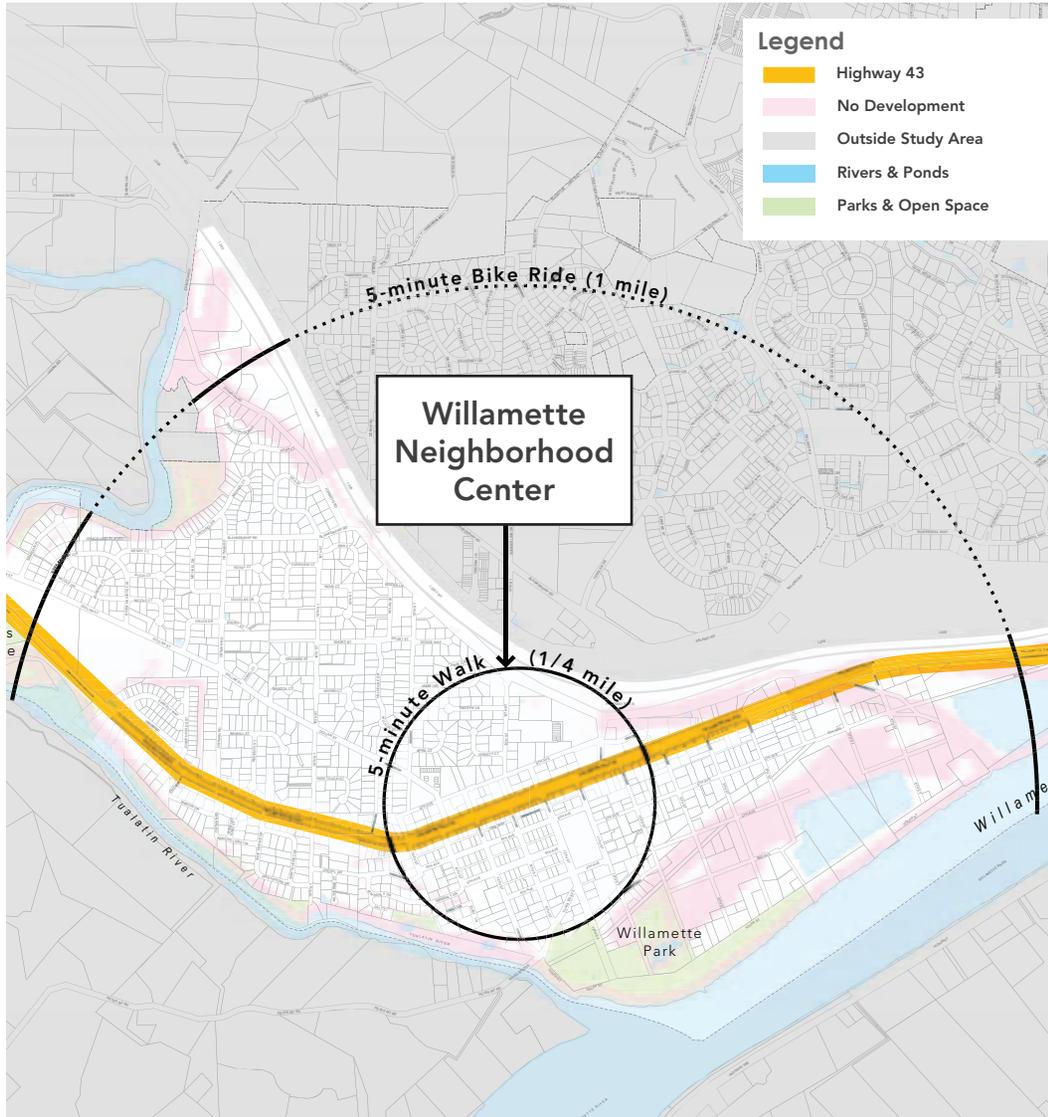
- **Great Retail**—Continuous, ground-floor retail with curb-side parking
- **Great Housing**—Variety of housing types for a range of income levels
- **Complete Streets**—Safe and convenient circulation for pedestrians, bicyclists, autos, and transit
- **Great Transit**—Frequent and dependable service linking destinations
- **Great Parks**—Spaces designed for a range of ages and uses
- **Great Employment**—Medium to large parcels with a good front door address

Five and Five

As a rough rule-of-thumb, people prefer to travel no more than five minutes to reach their day-to-day shopping needs. A five-minute walk covers approximately one-quarter mile; a five-minute bike ride covers approximately one mile. Both modes are affected by topography and the quality of the street grid. Neighborhood centers should be designed to maximize pedestrian and bicyclist access by providing a direct and complete street grid.



Ideal Neighborhood Center



Willamette Neighborhood Center

WILLAMETTE

The existing Willamette neighborhood center is a model of neighborhood center development in West Linn and should be protected and strengthened. Willamette was identified as a Town Center in the Metro 2040 growth plan.

Public Workshop Feedback

This concept was supported during table reports. Response sheets results were:

- Yes-70
- No-6
- No Reply-20

Opportunities

- Existing and historic neighborhood characteristics and uses
- Existing street grid provides direct and convenient access to the center
- Access roads provide pedestrian-friendly streets while maintaining mobility for through traffic
- Good access and exposure from Willamette Falls Drive and I-205
- Willamette Park, the Willamette River, and the Tualatin River amenities are attractive to new development and strengthen existing uses

Barriers

- Isolated from most of the city of West Linn
- I-205 limits access from neighborhoods north of the freeway
- Few short-term development parcels are available

ARCH BRIDGE

The proposed Arch Bridge regional center is focused around the historic center of West Linn, east of Willamette Falls Drive and south of the Arch Bridge to Oregon City.

Public Workshop Feedback

This concept was supported during table reports. Response sheets results were:

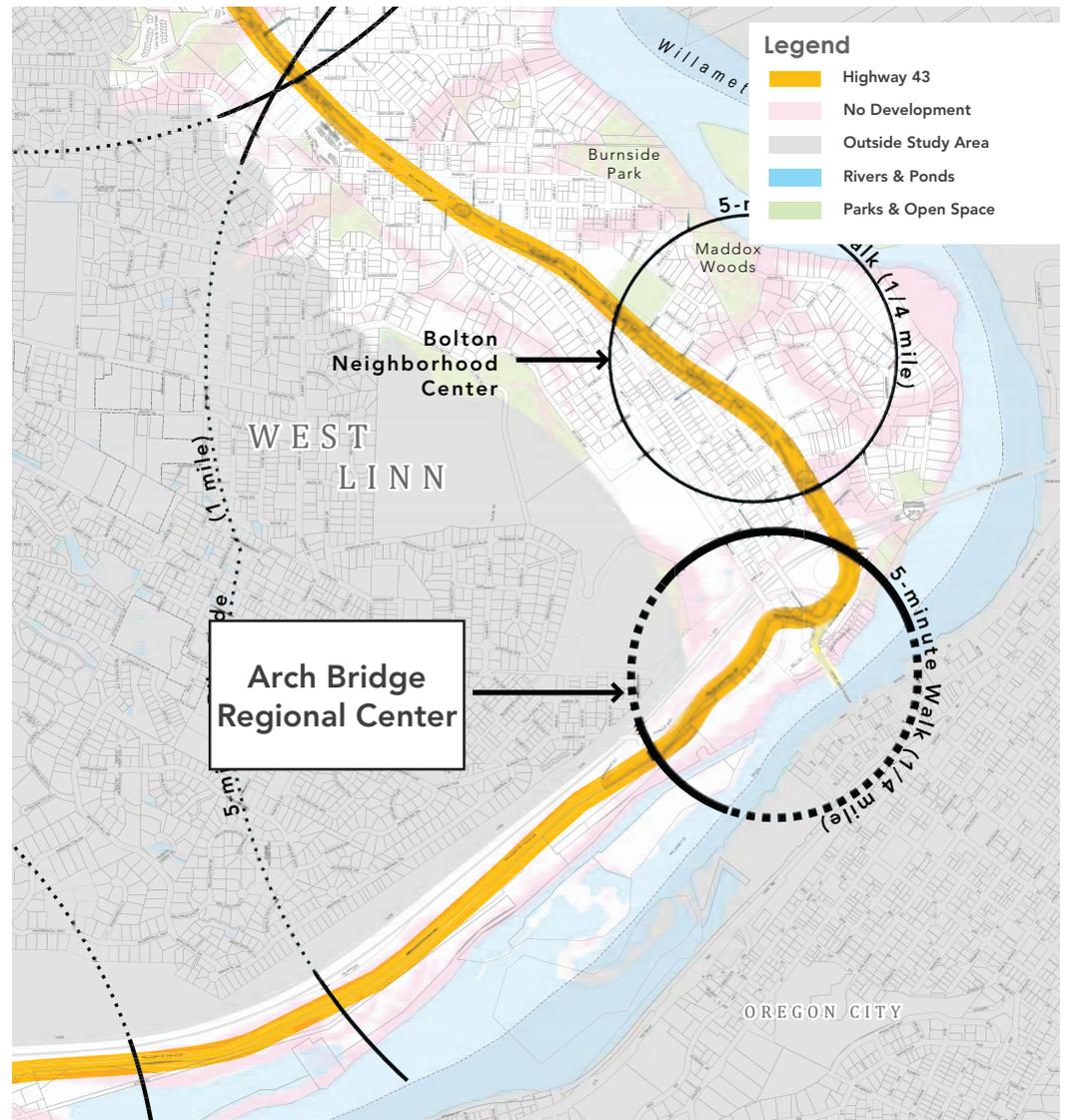
- Yes-67
- No-16
- No Reply-13

Opportunities

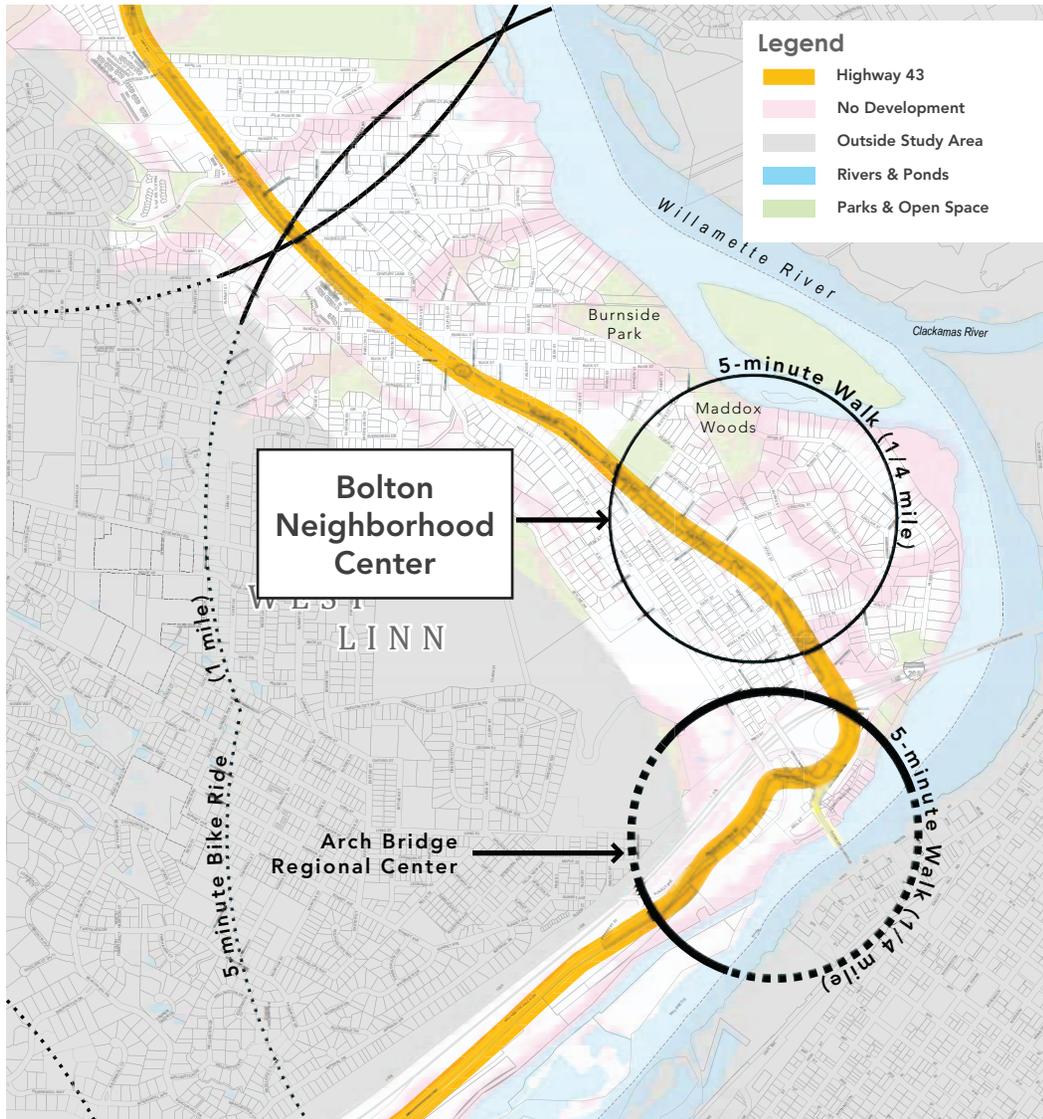
- Large underutilized and vacant parcels
- City ownership of parcels in key locations
- Easy access/visibility from I-205
- Scenic views of the river and the falls
- Potential for future connections to high-capacity transit in Oregon City

Barriers

- High volume roadways create barriers to pedestrian and bike access from other neighborhoods
- ODOT limitations on traffic operation near I-205 interchange
- Access to adjacent West Linn Paper operations requires coordination



Arch Bridge Regional Center



Bolton Neighborhood Center

BOLTON

The existing Bolton Town Center identified in the Metro 2040 growth plan was confirmed as a neighborhood center location.

Public Workshop Feedback

This concept was supported during table reports. Response sheets results were:

- Yes-75
- No-6
- No Reply-15

Opportunities

- Existing concentration of neighborhood-scale retail and commercial uses, including a grocery store
- Existing civic destinations include library, post office, Hammerle Park, and West Linn High School
- Maddox Woods Park and Burnside Park are amenities attractive to new housing development

Barriers

- Existing retail is primarily auto-oriented and lacks exposure from Highway 43
- Access is limited for pedestrians west of Highway 43
- Street-oriented retail along Hood Street is one-sided, lacks adequate drive-by traffic, and lacks visual exposure to Highway 43
- Topography and no development zones limit access to retail from surrounding neighborhoods
- Few short-term development parcels are available

ROBINWOOD

A neighborhood center is proposed for the area of strip commercial along Highway 43 in the Robinwood neighborhood. The focus of this center might be located at, or near, the intersection of Cedar Oak Drive and Highway 43.

Public Workshop Feedback

This concept was supported during table reports. Response sheets results were:

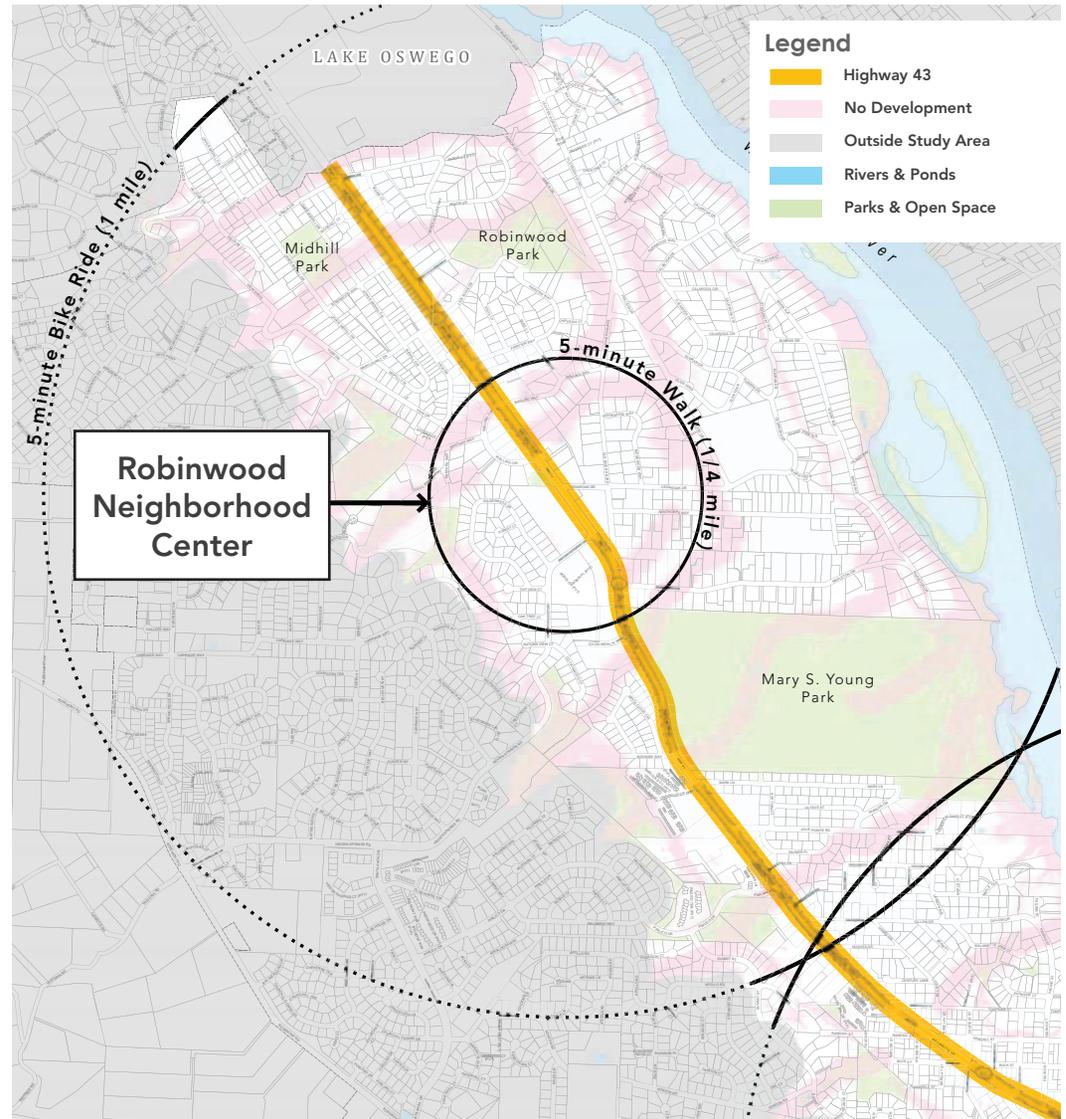
- Yes-74
- No-11
- No Reply-11

Opportunities

- Greenways, Mary S. Young and other parks are amenities attractive to new retail and housing development
- Lateral roads may be used to create a more pedestrian-friendly environment

Barriers

- Traffic speeds and volumes along Highway 43 create inhospitable pedestrian environments
- ODOT mobility functions may constrain improvements within the right-of-way
- No existing street grid
- Small, piecemeal parcels and multiple ownerships may make land assembly for new development challenging



Robinwood Neighborhood Center

COMPLETE STREETS: HIGHWAY 43 AND WILLAMETTE FALLS DRIVE



Complete Streets for Mobility

Complete Streets as a Destination

Complete Streets are designed and operated so that they are safe and comfortable for all modes, balancing the needs of pedestrians, bicyclists, autos and transit.

The treatment used to complete a street depends upon the function of the street segment. The character of pedestrian, bicycle, auto and transit facilities is different in centers than along the ways connecting centers.

By applying appropriate complete streets treatments to Highway 43 and Willamette Falls Drive, the overall function of these roads as both destinations and mobility corridors can be balanced.

Mobility Segments

Mobility-type complete streets support through-vehicle movement while providing safe and comfortable pedestrian and bicycle circulation. Mobility Streets maximize auto and transit speed and capacity and minimize user conflicts.

Destination Segments

Destination-type complete streets support center destinations by prioritizing pedestrian and bicycle circulation and auto access to businesses. Destination streets tolerate congestion and reduce auto and transit speeds.

Protected Bikeway

A continuous protected bikeway along the length of the corridor is a key component of a complete streets treatment of the corridor as a link between neighborhoods and neighborhood centers.

MOBILITY SEGMENTS

Mobility-type complete streets are proposed along Highway 43 and Willamette Falls Drive as the common thread linking the centers and unifying the corridor.

Public Workshop Feedback

This concept was supported during table reports. Response sheets results were:

City Limits to Robinwood

- Yes-58
- No-16
- No Reply-22

Robinwood to Bolton

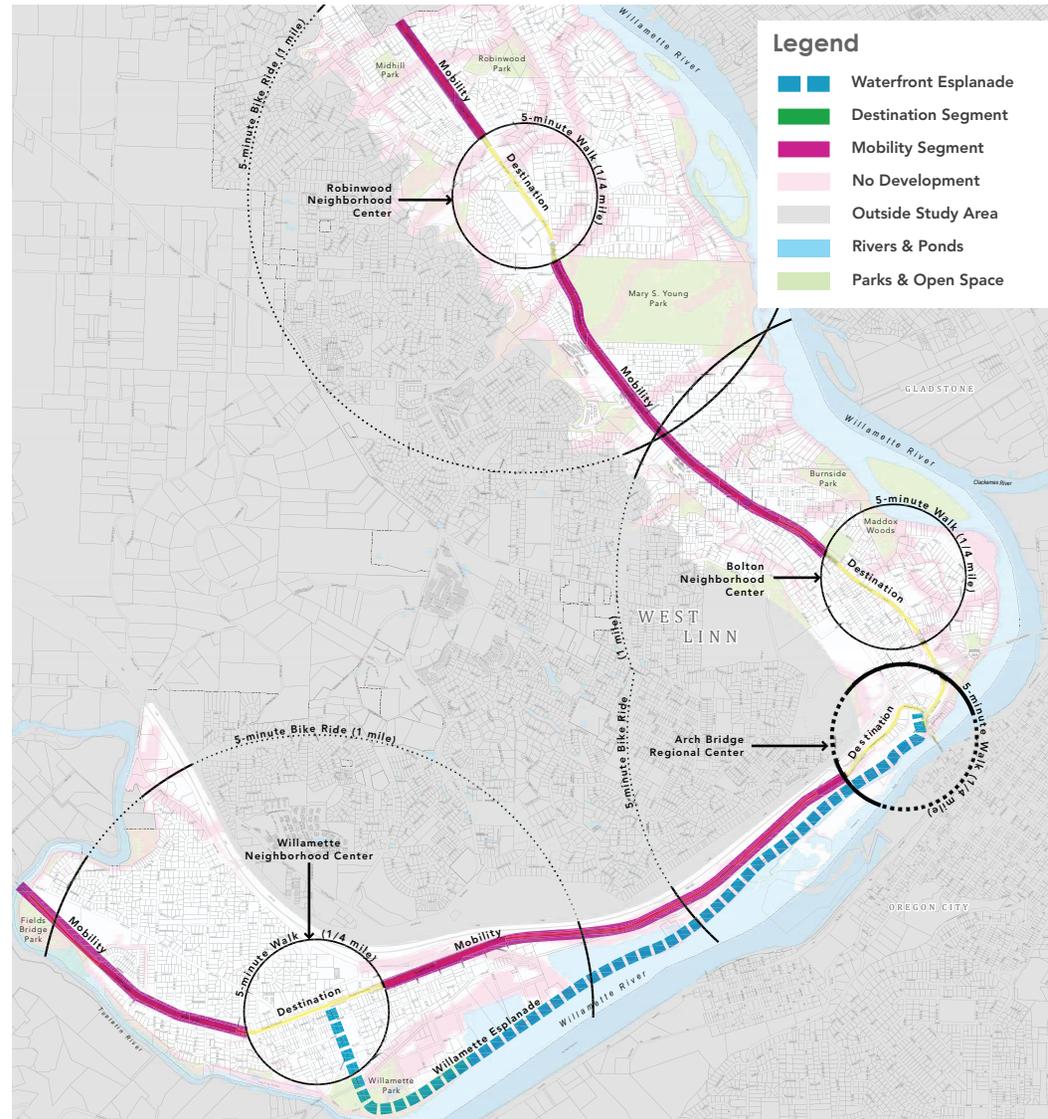
- Yes-65
- No-13
- No Reply-18

Arch Bridge to Willamette

- Yes-62
- No-11
- No Reply-23

Willamette to City Limits

- Yes-52
- No-20
- No Reply-24



Mobility-type Segments

City Limits to Robinwood

Opportunities

- Potential for connection to multi-use path at boundary with Lake Oswego

Barriers

- Greenways create pinch-points of severely limited right-of-way
- Few designated crossings
- No existing sidewalks

Robinwood to Bolton

Opportunities

- Portion of existing multi-use path at Mary S. Young park

Barriers

- Bike lanes located in the shoulder
- Constrained right-of-way in sections
- Narrow bike lanes in sections
- Limited existing sidewalk
- Existing sidewalks narrow and attached to roadway

Arch Bridge to Willamette

Opportunities

- Waterfront esplanade may provide alternative pedestrian/bicycle connection
- Scenic view opportunities

Barriers

- Constrained right-of-way along Willamette Falls Drive with steep adjacent topography
- Limited existing sidewalk
- Existing sidewalks narrow and attached to roadway

Willamette to City Limits

Opportunities

- Some existing sidewalks separated from roadway

Barriers

- Discontinuous sidewalks
- Some existing sidewalks attached to roadway
- Bike lanes are discontinuous or absent
- Narrow right-of-way

DESTINATION SEGMENTS

Destination-type complete streets support center destinations by prioritizing pedestrian and bicycle circulation and auto access to businesses. Destination streets tolerate congestion and reduce auto and transit speeds.

Public Workshop Feedback

This concept was supported during table reports. Response sheets results were:

Robinwood Neighborhood Center

- Yes-63
- No-16
- No Reply-17

Bolton Neighborhood Center

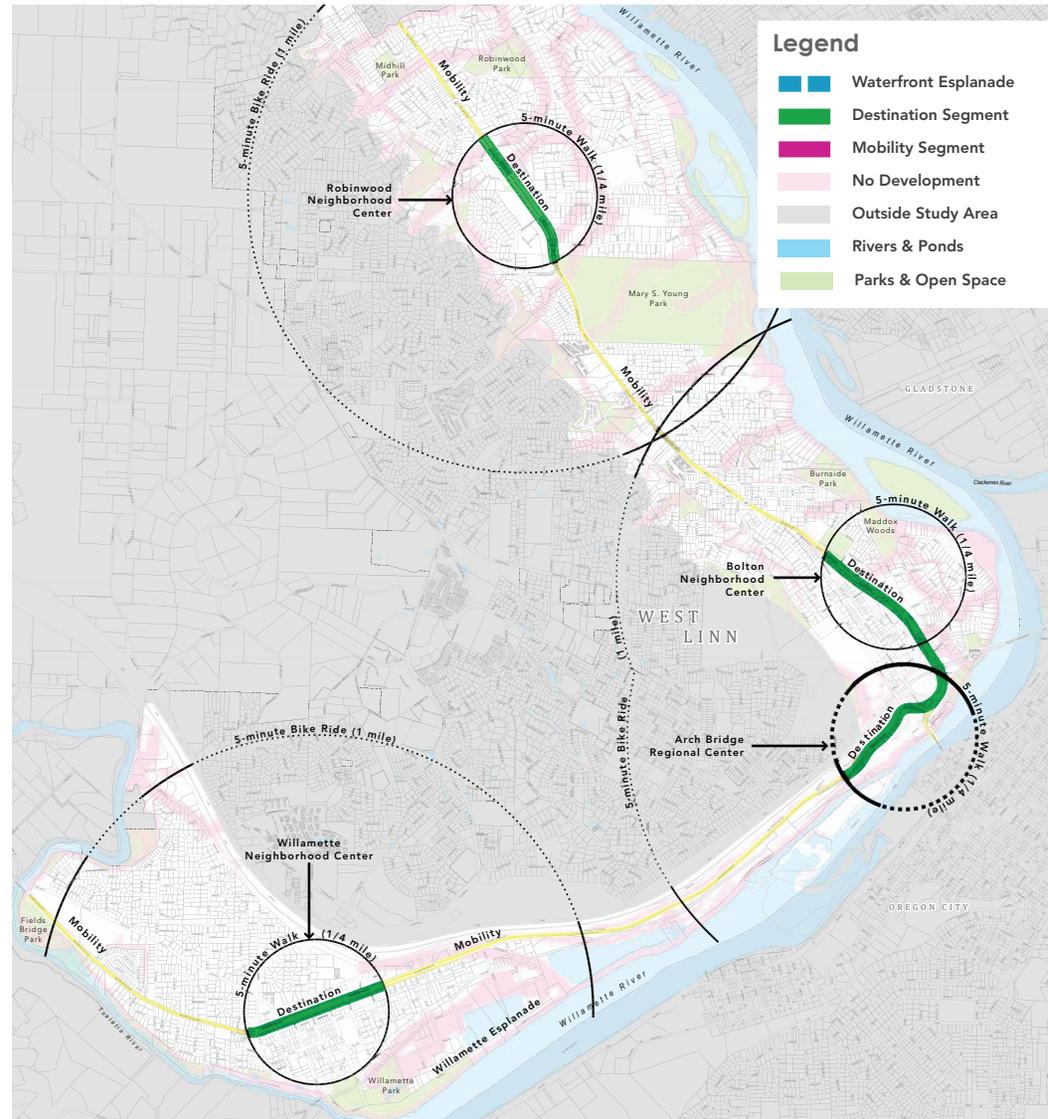
- Yes-66
- No-11
- No Reply-19

Arch Bridge Regional Center

- Yes-60
- No-16
- No Reply-20

Willamette Neighborhood Center

- Yes-67
- No-8
- No Reply-21



Destination-type Segments

Robinwood Neighborhood Center

Opportunities

- Wide right-of-way
- Existing traffic signals establish designated crossing points
- Existing bike lanes
- Existing sidewalks

Barriers

- High traffic volumes and speed on Highway 43
- Sidewalks are discontinuous, interrupted by driveways
- Crossings are far apart
- Sidewalks are narrow and attached to roadway

Bolton Neighborhood Center

Opportunities

- Wide right-of-way
- Continuous sidewalks

Barriers

- High traffic volumes and speed on Highway 43
- Crossings are far apart
- Narrow bike lanes
- Sidewalks are narrow and attached to roadway

Arch Bridge Regional Center

Opportunities

- No existing street network (street grid can be created)
- Connections to riverfront

Barriers

- Extremely wide right-of-way and crossings
- High traffic volumes and speed on Highway 43
- Large intersections at Interstate 205 interchange
- The West Linn Paper Mill is a key property owner that should be consulted at the outset of any planning effort for the area

Willamette Neighborhood Center

Opportunities

- Existing lateral roads
- Existing on-street parking
- Bulb-outs reduce pedestrian crossing distances

Barriers

- No bike lanes or bikeways
- Narrow sidewalks

PROTECTED BIKEWAY

Protected bikeways physically separate bicyclists from auto traffic, allowing people of all ages and fitness levels to feel safe and comfortable riding bikes. Protected bikeways support increased bike ridership and reduced auto use and congestion.

Public Workshop Feedback

Public workshop attendees were asked whether they support the goal of creating a continuous protected bikeway connecting destinations along Highway 43 and along Willamette Falls Drive.

This concept was supported during table reports. Response sheets results were:

Highway 43

- Yes-79
- No-10
- No Reply-7

Willamette Falls Drive

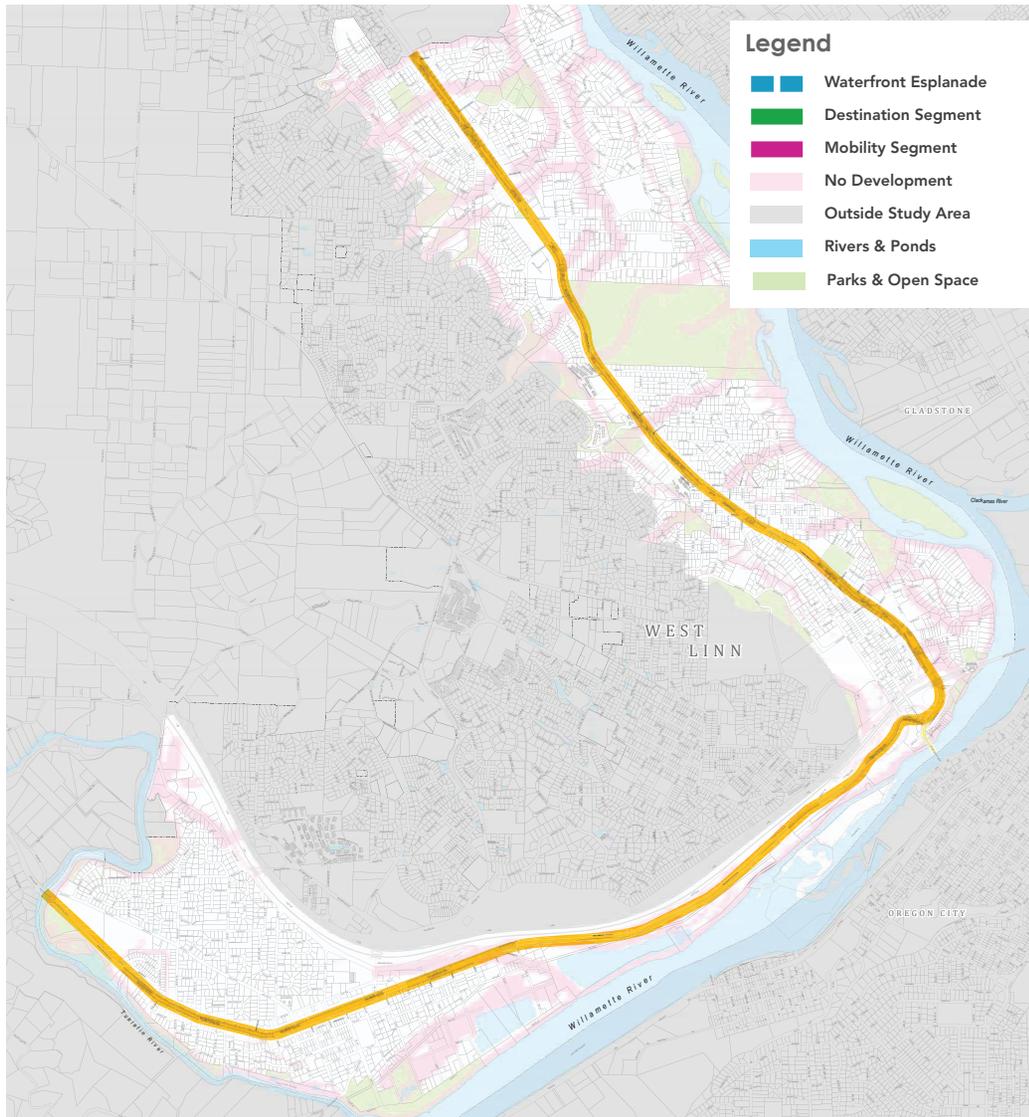
- Yes-73
- No-14
- No Reply-9



Protected Bikeway



Protected Bikeway



Protected Bikeway

Highway 43

Opportunities

- Sufficient space along some sections of Highway 43 right-of-way
- Sections of separated trail exist along Mary S. Young park

Barriers

- Costly to implement
- Space constraints along some sections of Highway 43

Willamette Falls Drive

Opportunities

- Willamette Esplanade may provide an alternative connection

Barriers

- Severe space constraints along Willamette Falls Drive right-of-way

THE WILLAMETTE RIVERFRONT

WATERFRONT ESPLANADE

The creation of an esplanade along the Willamette River between the Willamette and Arch Bridge centers could provide a safe and comfortable alternative to Willamette Falls Drive for pedestrians and bicyclists, create a unique feature supporting development at the centers and along the rivers, and provide a unique opportunity in West Linn to engage the river.

Public Workshop

This concept was supported during table reports. Response sheets results were:

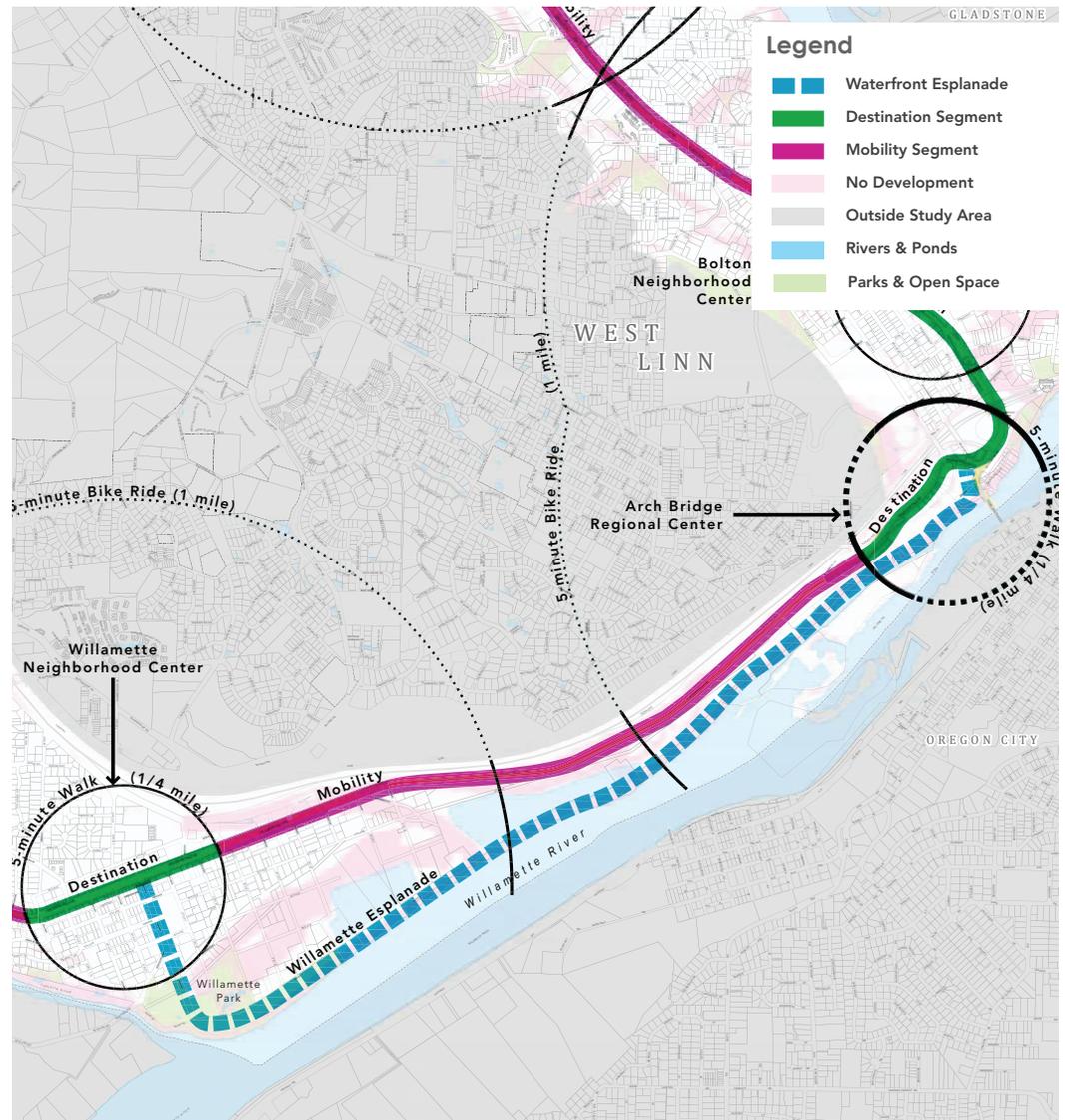
- Yes-78
- No-9
- No Reply-9

Opportunities

- Preliminary conceptual design work has been undertaken
- Exploration of access issues has been undertaken

Barriers

- Continuous alignment would require consent of PGE and the West Linn Paper company



Waterfront Esplanade



Blue Heron Site

BLUE HERON SITE

The Blue Heron site encompasses 39 acres in the Willamette neighborhood. The site is surrounded by residential uses on the north and west and includes approximately 300 feet of river frontage. The principal use on the property is the 15-acre settling pond which is used in conjunction with the paper mill plant in Oregon City.

Due to environmental issues and the high cost of providing infrastructure to this site, there are limitations to its future development potential. Nevertheless, opportunities exist. Approximately 18 acres of the site include no significant natural features (industrial pond, driveways, maintenance buildings), it is currently zoned industrial and is accessible to the river. These qualities don't exist anywhere else in West Linn and are relatively scarce in the region.

Public Workshop Feedback

Public workshop attendees supported uses for redevelopment of the site as follows:

- Industrial–8%
- Park–26%
- Higher Density Housing–10%
- Hotel–20%
- Natural Area–24%
- Other–12%

Other proposed uses for the site included:

- Senior Housing
- Restaurants, shops and offices along the riverfront
- Pedestrian and bike trails